

*Federal Democratic Republic of Ethiopia*

**NATIONAL POLICY AND STRATEGY ON DISASTER RISK  
MANAGEMENT**

**(DRAFT DOCUMENT)**

**March 2009**

<i>Table of Content</i> .....	<i>Page</i>
<b>Acronyms</b> .....	<b>3</b>
<b>1. Introduction and Background</b> .....	<b>4</b>
<b>1.1. Disasters and Disaster Management Practices in Ethiopia</b> .....	<b>4</b>
1.1.1. Disasters .....	4
1.1.2. Disaster Management (DM) Practices .....	4
<b>1.2. Policy Revision Process</b> .....	<b>5</b>
<b>1.3. Existing Disaster Management Policy: Strengthens, Limitations and Challenges</b> .....	<b>7</b>
1.3.1. The National Policy on Disaster Prevention and Management .....	7
1.3.2. Strengths.....	7
1.3.3. Limitations .....	8
1.3.4. Implementation Challenges .....	9
<b>1.4. Definitions of Key Terminologies as Applied in this Policy</b> .....	<b>11</b>
<b>2. Disaster Risk Management (DRM) Policy Framework</b> .....	<b>13</b>
<b>2.1. Key Policy Issues</b> .....	<b>13</b>
<b>2.2. Objectives of the DRM Policy</b> .....	<b>14</b>
2.2.1. General Objective .....	14
2.2.2. Specific Objectives .....	14
<b>2.3. Guiding Principles</b> .....	<b>14</b>
<b>2.4. Policy Directions</b> .....	<b>15</b>
2.4.1. Organization and Structure.....	15
2.4.2. Core Disaster Risk Management (DRM) Phases.....	15
2.4.2.1. Pre-disaster Phase: .....	16
2.4.2.2. Disaster Phase.....	16
2.4.2.3. Post-disaster Phase.....	17
2.4.3. Decentralized DRM and Disaster Declaration.....	18
2.4.4. DRM Mainstreaming .....	18
2.4.5. Multi-hazard DRM.....	19
2.4.6. Funding Arrangements.....	19
2.4.7. Information Management and Communication System.....	19
2.4.8. DRM Plans .....	20
2.4.9. Partnership and the Role of Civil Societies and Humanitarian Partners .....	20
2.4.10. Cross-Cutting Issues .....	20
2.4.11. Regional Administration and International Cooperation .....	20
2.4.12. Monitoring and Evaluation.....	21
2.4.13. Policy Enforcement and Implementation Guidelines.....	21
<b>3. Directives for the Implementation of the National Policy on DRM</b> .....	<b>22</b>
<b>3.1. Organization and Structure</b> .....	<b>22</b>
<b>3.2. Operational Modalities under Each Core DRM Components</b> .....	<b>32</b>

3.2.1.	Pre-disaster Phase .....	32
3.2.2.	Disaster Phase activities: .....	36
3.2.3.	Post disaster phase activities: .....	37
3.3.	Decentralized DRM and Disaster Declarations .....	38
3.4.	DRM Mainstreaming .....	39
3.5.	Multi-Hazard DRM.....	40
3.5.4.	Funding Arrangements.....	40
3.6.	Information Management and Communication System.....	42
3.7.	Consolidated DRM Plans .....	43
3.8.	The Role of Civil Society and Humanitarian Partners .....	43
3.9.	Cross-Cutting Issues .....	44
3.10.	Regional Administration and International Cooperation .....	45
3.11.	Monitoring and Evaluation.....	45
3.11.6.	Policy Enforcement and Implementation Guidelines.....	46
<b>Annex 1:-</b>	<b>Definitions of Key Terminologies as Applied in this Policy.....</b>	<b>47</b>

## Acronyms

AU	African Union
DM	Disaster Management
DPPA	Disaster Prevention and Preparedness Agency
DPPC	Disaster Prevention and Preparedness Commission
DRM	Disaster Risk Management
DRMC	Disaster Risk Management Council
DRMCO	Disaster Risk Management Coordination Office
DRRF	Disaster Response and Recovery Fund
DRMU	Disaster Risk Management Unit
ETF	Emergency Task Force
FDRMC	Federal Disaster Risk Management Council
FDRMCO	Federal Disaster Risk Management Coordination Office
FDRMU	Federal Disaster Risk Management Unit
HIV/AIDS	Human Immunosuppressive Virus/Acquired Immune Deficiency Syndrome
ICT	Information and Communication Technology
IGAD	Inter-Government Authority on Development
MDG	Millennium Development Goals
MCI	Mass Casualty Incidents
MoARD	Ministry of Agriculture and Rural Development
NPDPM	National Policy on Disaster Prevention and Management (1993)
NDPPC	National Disaster Prevention and Preparedness Committee
NGOs	Non Governmental Organizations
PASDEP	Plan for Accelerated and Sustainable Development to End Poverty
PSNP	Productive Safety Net Program
RDRMC	Regional Disaster Risk Management Council
RDRMCO	Regional Disaster Risk Management Coordination Office
RDRMU	Regional Disaster Risk Management Unit
RM	Risk Management
RRC	Relief and Rehabilitation Commission
UN	United Nations
Z/WDRMC	Zonal/woreda Disaster Risk Management Councils

# 1. Introduction and Background

## 1.1. Disasters and Disaster Management Practices in Ethiopia

### 1.1.1. Disasters

1.1.1.1. Disasters triggered by various types of hazards are not uncommon in Ethiopia. The impacts of disasters on the lives of people and on the country's social, economic, and political development have been significant. Disasters impose serious impediments to development, destroy years of effort, squander vast resource investments, and perpetuate poverty. They damage infrastructure and the natural environment, impoverish communities, and divert national priorities and development resources to emergency management operations.

1.1.1.2. A wide range of natural and human-induced hazards are associated with the country's diverse geo-climatic and socio-economic conditions. Disasters arising from some of the hazards have caused widespread damage and loss, while others remain potential threats.

1.1.1.2.1. Natural hazards in Ethiopia include, among others, drought, flood, human and livestock diseases, crop pests, and seismic and volcanic activities. Historically, severe droughts and famines have been particularly important causes of loss of lives and livelihoods and of political instability.

1.1.1.2.2. Human-induced hazards include, among others, conflicts as a result of resource competition and other factors, war, transport accident, fire, , and other factors. These hazards are assuming greater importance over time.

1.1.1.3. The vulnerability of the country is aggravated by poor agricultural and livestock practices, a fragile and degraded natural environment, extensive poverty, limited transport and communication infrastructure, uneven settlement patterns, inefficient markets, variable and changing climatic conditions, high population growth, lack of good governance, competition over scarce resources and border issues. The frequency, severity, and impact of some hazards are likely to increase in the future, especially due to climate change and other exogenous factors.

### 1.1.2. Disaster Management (DM) Practices

1.1.2.1. The first formal governmental disaster management institution was the Relief and Rehabilitation Commission (RRC), established in the wake of the 1973/74 famine with a mandate of relief supplies to drought victims. The RRC responded to

crisis through relief food distributions and other emergency supplies and services.

- 1.1.2.2. Responses to crises prior to the establishment of the Relief and Rehabilitation Commission (RRC) were ad hoc. Ethiopian citizens have had a generous tradition of helping each other in times of crises. Communities have been the primary responders to crises.
- 1.1.2.3. The RRC was re-organized in 1978 and merged with the Settlement and Awash Valley Development Authorities with a mandate of relief supplies to victims of natural and manmade problems and rehabilitating them through various programs including settlement programs.
- 1.1.2.4. Following the ratification of the NPDPM in 1993, the government restructured and renamed the RRC and established, with significant changes in mandate to strengthen linkages between relief and development, the Disaster Prevention and Preparedness Commission (DPPC) in 1995.
- 1.1.2.5. Policy making and oversight responsibilities regarding disaster management have been vested on the National Disaster Prevention and Preparedness Committee (NDPPC) since 1993.
- 1.1.2.6. Since its ratification in 1993, the policy has played an exemplary role in Africa.
- 1.1.2.7. With roles and responsibilities defined in the 1993 NPDPM, since 2003 key line departments such as the Ministries of Agriculture and Rural Development, Health, and Water Resources became more involved in disaster management through the establishment of emergency sectoral task forces.
- 1.1.2.8. In 2004, the DPPC was renamed by proclamation as the Disaster Prevention and Preparedness Agency (DPPA), with a revised mandate to focus on emergency response.
- 1.1.2.9. The government, with support of the international community, has increased investments in poverty reduction programs, such as the PSNP and the PASDEP.

## **1.2. Policy Revision Process**

- 1.2.1. The DPPA initiated a policy revision process in 2004 after a review of the NPDPM and identified strengths, limitations and challenges. These are listed in detail in Section 2, below.
- 1.2.2. In 2004, it established technical, core and steering committees comprising of DPPA management members and experts from different departments, responsible for guiding the revision process.

- 1.2.3. In 2004 and 2006, the DPPA undertook experience exchanges with other countries namely Bangladesh and South Africa, respectively.
- 1.2.4. In 2006, the DPPA re-organized its committees and re-established multi-sectoral technical and steering committees including disaster management focal bodies in key line departments (Ministry of Agriculture and Rural Development, Ministry of Health and Ministry of Water Resource Development).
- 1.2.5. In 2006, the DPPA sought external technical assistance (consultancy service) to augment its efforts and speedup the policy revision process.
- 1.2.6. In 2008, an extensive literature review was conducted to identify best DRM practices that are applicable to the Ethiopian context.
- 1.2.7. Stakeholder meetings at the federal, regional, and local levels were conducted in 2007 and 2008. These meetings included representatives from line departments, regional government, civil-community, academia, and the international community. The draft policy document was distributed to stakeholders throughout the revision process through meetings and workshops.
- 1.2.8. The final draft of this Policy was completed in 200X and was followed by drafting of legislation.

### **1.3. Existing Disaster Management Policy: Strengthens, Limitations and Challenges**

#### **1.3.1. The National Policy on Disaster Prevention and Management**

- 1.3.1.1. The Government of Ethiopia revised its disaster management strategy and adopted the National Policy on Disaster Prevention and Management (NPDPM) in 1993.
- 1.3.1.2. The accompanying policy directive was issued in 1993 and the policy implementation guidelines were developed in 1995.
- 1.3.1.3. The major objective of the NPDPM was to save lives, integrate relief assistance with development efforts in order to mitigate the impacts of disasters, and enhance the coping capacities of the affected population through the creation of assets in the affected areas.
- 1.3.1.4. The NPDPM served as the national framework for disaster management until the adoption of this Policy in 200X.
- 1.3.1.5. The NPDPM guided relief management policies, institutions, and processes whereby drought disasters were detected and resources, especially food aid, were mobilized and prioritized for affected areas. At critical times, millions of citizens have been assisted with humanitarian aid.
- 1.3.1.6. Through a process of national consultation, stakeholders identified the strengths, a range of policy limitations and implementation challenges in the disaster management system to be addressed through a process of policy reform. These are detailed in the following sections.

#### **1.3.2. Strengths**

- 1.3.2.1. With the establishment of the National Disaster Prevention and Preparedness Committee as the highest decision making body, chaired by the Prime Minister, the Government has been the leading body for all matters of disaster management.
- 1.3.2.2. Emphasis was given to the need to link relief with development and, hence, to contribute to addressing the root causes of vulnerability.
- 1.3.2.3. The NPDPM underlined that disaster management is a multi-sectoral responsibility and coordinated effort of various institutions rather than a one-agency responsibility.
- 1.3.2.4. The NPDPM gave due attention to the development of different preparedness modalities and the involvement of the



community in the planning, programming, implementation and evaluation of all relief projects.

### 1.3.3. Limitations

- 1.3.3.1. The Constitution and a range of policies (such as PASDEP, population, health, environment etc) and global strategies (such as the MDGs) were instituted after the NPDPM, giving rise to inconsistencies and inadequate integration between policies. The composition of the NDPPC was diluted by proclamation. The mandates of some line departments changed, others were abolished, and new ones established. Therefore, over time, important strategic, conceptual, and institutional changes have rendered some aspects of the NPDPM obsolete.
- 1.3.3.2. The Policy directions for the response and management of crises were primarily drought-focused. However, multi-hazard induced disasters and related losses have increased in recent years. Epidemics (human and livestock) have adversely affected lives and livelihoods. An increasing frequency and intensity of floods demonstrates that Ethiopia is prone to multi-hazards other than drought that may have lower frequency but still important impacts. War and conflict have led to losses of lives and displacement. Signs of earthquake and volcanic activities were observed mainly in the rift valley of the country. Transport/traffic accidents is another major hazard that causes the loss of lives and property. Such diverse hazards hold considerable potential to affect development gains across community.
- 1.3.3.3. The policy implementation was not supported by legal enforcement.
- 1.3.3.4. Responsibilities for disaster management were not adequately detailed and no mechanisms for accountability in the NPDPM were in place.
- 1.3.3.5. Some aspects of the NPDPM and its guidelines were not fully implemented (e.g., livestock preservation, water harvesting, contingency agricultural plans, seed reserves, many of agricultural support activities, etc.) due to various reasons.
- 1.3.3.6. The NPDPM required overly centralized resource management that was at odds with the decentralized structures subsequently required by the Constitution.
- 1.3.3.7. The NPDPM did not state the need for research, and risk mapping of hazards (e.g. climate change impacts, emerging pathogens such as small pox), trends in changing hazard profiles). Historical records of hazards, disasters, and responses have not been maintained in a coordinated manner, undermining capacities to learn from past experiences.

- 1.3.3.8. Inter-regional and cross-border mechanisms for collaboration and mutual cooperation with regard to disasters were not outlined and, thus, such relationships were ad hoc.
- 1.3.3.9. Globally, DRM practices are changing partly due to the pressures of climate change and to improvements in the global institutional environment (e.g., the Hyogo Framework). Therefore, in Ethiopia, the changing context requires substantive policy, institutional and philosophical shifts from relief response to more comprehensive and holistic DRM.
- 1.3.3.10. Relief and preparedness modalities mainly focused on drought-induced disaster. The early warning system focused on drought and agriculture and had limited scope for other hazards.
- 1.3.3.11. With an emphasis on response, policy guidance on risk reduction and post-crisis recovery and rehabilitation was lacking. Prevention, mitigation and preparedness modalities and capacities were not sufficiently emphasized as critical for reducing disaster vulnerability and for protecting development initiatives.
- 1.3.3.12. The NPDPM in general did not contribute adequately to sustainable development.
- 1.3.3.13. Inadequate attention was paid to the relationships among development, risks, and vulnerabilities

#### **1.3.4. Implementation Challenges**

- 1.3.4.1. Support for livelihoods affected by crises has been insufficient for building resilience to future crises.
- 1.3.4.2. The policy provisions were not enforced with accountability. The resulting DM system was responsive, being activated only when disasters were imminent. Some relief efforts were marred by nepotism and misuse of resources.
- 1.3.4.3. The disaster response structure was excessively reliant on external resources. There were limited structures, mechanisms, and sustainable mobilization of domestic financing of disaster relief programs and contingency reserves.
- 1.3.4.4. Mechanisms for multi-year or sustainable resource allocation were not put in place and this contributed to the failure of the major implementation modality of the NPDPM (Employment Generation Schemes) for linking relief to development.
- 1.3.4.5. In practice, disaster management was seen as the responsibility of one institution (DPPC/DPPA). Institutional commitments and arrangements for sectoral/multi-sectoral

leadership, integration, and coordination were inadequate, while horizontal and vertical institutional relationships were unclear.

- 1.3.4.6. There were weak vertical and horizontal DM information flows, especially to and from grassroots level, exacerbated by a poor national communication network. Information content and flows were unreliable.
- 1.3.4.7. While the NPDPM stressed local capacities and community participation, this was not adequately realized in practice.
- 1.3.4.8. Targeting of relief to the destitute in some cases encouraged the depletion of productive assets, rendering beneficiaries dependent on cycles of relief. Errors of exclusion in distribution resulted from inadequate resources, quota requirements, geographical remoteness, and other factors. Errors of inclusion resulted from inflated estimates of beneficiaries and the frequent distribution of relief resources to the same areas and other factors.
- 1.3.4.9. Policy implementation in practice focused on rural areas, giving low attention to urban-based hazards.
- 1.3.4.10. Preparedness for non-food emergencies is inadequate. Gaps existed in organizational and coordination mechanisms to respond to vulnerabilities arising out of non-drought disasters, such as conflict, internal displacement, flood, or urban disasters.
- 1.3.4.11. Policy monitoring and evaluation mechanisms were not adequately stated in the NPDPM and its implementation guidelines.
- 1.3.4.12. The institutions of disaster management suffered from a shortage of skilled manpower and were characterized by frequent turnover of qualified staff and inadequate physical and financial resources and other capacities.

## 1.4. Definitions of Key Terminologies as Applied in this Policy

*Definitions of selected key terminologies frequently applied in this policy are listed below and other important terminologies are given in the annex.*

- 1.4.1. A **disaster**: the occurrence of an abnormal event triggered by a hazard(s) that impacts a given entity (including a vulnerable community, geographical area, infrastructure or a group of people in significant numbers gathered in one place) causing damage and/or casualties, leaving the affected entity unable to function normally, eroding survival mechanism and forcing it to seek outside assistance for survival.
- 1.4.2. **Disaster risk reduction (DRR)**: the broad development and application of policies, strategies, and practices to minimize vulnerabilities throughout communities via prevention, mitigation, and preparedness. DRR action may include the construction of physical structures (such as flood protection dykes, retaining walls for landslides), environmental protection and rehabilitation, rainwater harvesting, relocation of vulnerable households, provision of safer means of livelihoods, and other proactive social protection measures.
- 1.4.3. **Disaster Risk Management (DRM)**: collective actions and efforts of concerned institutions, policies, programs, and other measures designed to prevent, mitigate, prepare for, and respond to a disaster and to provide recovery and rehabilitation support.
- 1.4.4. **Disaster Risk Management System**: a system of organizational structures, mechanisms and process, strategies, policies, procedures, programs, and other measures designed to prevent, mitigate, prepare for, and respond to a disaster and to provide recovery and rehabilitation support.
- 1.4.5. **Hazard**: a potentially damaging physical event, phenomenon, and/or human activity that may cause the loss of life or injury, property damage, social and economic disruption, or environmental degradation.
- 1.4.6. **Mainstreaming**: integrating and institutionalizing disaster risk management in the process of the development of policies and strategies, and in the planning and implementation stages of regular programs across all sectors and at all levels.
- 1.4.7. **Mitigation**: actions or processes designed to reduce the severity of potential consequences or level of likely harm of a hazard. Mitigation measures can be both physical/structural and nonstructural and can take place before, during, or after a disaster.
- 1.4.8. **Preparedness**: specific measures taken before disasters strike, usually to forecast or warn against them, to take precautionary measure when

they threaten, and to be ready for the appropriate response. Preparedness includes actions and measures being undertaken before the occurrence of a disaster to avert or minimize the suffering of the affected entity. Preparedness entails the building of capabilities before a hazard threatens to overwhelm coping capacities in order to reduce the impacts of future disasters.

- 1.4.9. **Prevention:** measures taken to reduce the risk of disasters posed by hazards, primarily through eliminating the root causes that render individuals, households, communities, and nations vulnerable to disasters.
- 1.4.10. **Protection:** measures that address threats to or the vulnerabilities of someone or some thing and preclude damage or injury that would cause disruption or interference with normal practices.
- 1.4.11. **Reconstruction:** longer-term activities required to restore physical infrastructure and services damaged by a disaster.
- 1.4.12. **Recovery:** actions taken after a disaster to restore the living conditions of disaster-stricken people or communities while encouraging and facilitating necessary adjustments to build resilience to prevent similar crises in future.
- 1.4.13. **Rehabilitation:** the measures applied after a disaster which are necessary to restore normal activities and build resilience to future shocks in affected areas, communities, and economic sectors.
- 1.4.14. **Relief:** activity undertaken in the immediate aftermath of a disaster to save lives, protect livelihoods, and address immediate humanitarian needs, including the provisional restoration of essential services.
- 1.4.15. **Risk:** the probability of a specific hazard occurring in a given location and its likely consequences for people and property.
- 1.4.16. **Sustainable development:** development that meets the needs of the present without compromising the ability of future generations to meet their own needs. It contains two key concepts: the concept of "needs", in particular the essential needs of the world's poor, to which overriding priority should be given; and the idea of limitations imposed by the state of technology and social organization on the environment's ability to meet present and future needs.
- 1.4.17. **Vulnerability:** the potential to suffer harm or loss. Determinants of vulnerability include physical, social, economic, political, cultural, and institutional factors.

## 2. Disaster Risk Management (DRM) Policy Framework

### 2.1. Key Policy Issues

- 2.1.1. ***From Disaster Response to DRM:*** DRM represents a paradigm shift in the approach to disaster management. DRM refers to a full management cycle: prevention (avoiding disasters by addressing vulnerabilities), mitigation (minimizing potential disaster impacts through risk management), preparedness (ensuring readiness through strengthening early warning system, building logistic capacity, maintaining adequate resource reserves and other precautionary measures), response (saving lives and livelihoods), recovery (immediate post-crisis assistance), and rehabilitation (building capacities to withstand future crises).
- 2.1.2. ***Accountabilities, Responsibilities and Resources:*** The responsibility for disaster risk management rests primarily with government. DRM is also the responsibility of all sectors, organizations, agencies, companies, communities and individuals that may be affected by disasters or those bodies whose actions may lead to an increase or a reduction in disaster risks. This Policy delineates functions, responsibilities, rights, resources, and accountabilities for disaster risk management at all levels and sectors.
- 2.1.3. ***Development First:*** DRM, particularly its prevention, recovery and rehabilitation components, is principally the responsibility of development actors. Crises expose weaknesses in development strategies. Appropriate development initiatives are essential for risk reduction, disaster prevention, and crisis recovery. It is essential that hazards and their risks are managed before they become disasters.
- 2.1.4. ***Protecting Lives and Livelihoods:*** This Policy enhances systems for disaster response to protect the lives and livelihoods of vulnerable populations when crisis threatens to overwhelm their coping capacities. However, emergency response should not be the primary strategy for DRM.
- 2.1.5. ***Addressing Baseline Risks:*** Most disasters are predictable. This policy details necessary measures for contingency planning and domestically financed contingency reserves so that recurrent risks can be managed before they become disasters. International assistances will be solicited to complement domestic capacities or in the events whereby national preparedness/response capacity is threatened.
- 2.1.6. ***Constitutional Relevance:*** This policy capitalizes on the strong principles enshrined in the Ethiopian Constitution regarding the rights of citizens and the responsibilities of the government (Article 93).

## 2.2. Objectives of the DRM Policy

### 2.2.1. General Objective

*The overall objective of the National Policy on Disaster Risk Management is to reduce risks and the impacts of disasters through the establishment of a comprehensive and integrated disaster risk management system within the context of sustainable development.*

### 2.2.2. Specific Objectives

The specific objectives of the National Policy on DRM are to:

- 2.2.2.1.Reduce disaster risks and vulnerability that hinder development, primarily by focusing on proactive measures, establishing a culture of risk reduction in regular development programs, and addressing the underlying causes of recurrent disasters.
- 2.2.2.2.Save lives and protect livelihoods in the event of disasters and ensure the recovery and rehabilitation of all disaster-affected populations.
- 2.2.2.3.Promote the resilience of people vulnerable to disasters and thereby combat dependency on relief resources.
- 2.2.2.4.Insures that institutions and activities for DRM are mainstreamed in to all sectors, coordinated, integrated in to regular development program and implemented at all levels

## 2.3. Guiding Principles

The guiding principles of the National Policy on DRM are:

- 2.3.1. ***Integration into development:*** DRM shall be an integral component of national development efforts. All development programs, including post-disaster recovery measures, shall incorporate disaster risk management components in their regular plans and programs.
- 2.3.2. ***Protection of natural resources:*** natural resource endowments in crisis-affected and crisis-prone areas shall be protected and promoted in the context of comprehensive risk management strategies.
- 2.3.3. ***Decentralized and community-based:*** DRM systems shall be decentralized and community-based whereby communities play decisive roles in the planning, execution, monitoring and evaluation of disaster risk management projects and programs.
- 2.3.4. ***A participatory approach:*** DRM systems will ensure the proper participation of all stakeholders including the private sector, academic and research institutions, humanitarian organizations, etc.
- 2.3.5. ***Accountability and responsibility:*** DRM systems will ensure accountability and responsibility of all concerned actors at all levels.
- 2.3.6. ***Protection of human life:*** no human life shall be lost for want of basic relief assistance in times of disaster.

- 2.3.7. **Information is power to DRM:** information management is a vital element of disaster risk reduction, Early warning information in particular is citizen right.
- 2.3.8. **Ensuring basic needs:** DRM systems shall protect and fulfill the basic needs, rights, and dignity of affected populations.
- 2.3.9. **Impartiality:** relief interventions shall impartially address the basic needs of all disaster victims, especially at the initial stages of fast onset emergencies.
- 2.3.10. **Respect cultural norms:** DRM systems shall take into account the cultural norms, beliefs and practices of communities.
- 2.3.11. **Minimize dependency and promote livelihood recovery:** relief efforts shall be followed by development initiatives in order to minimize detrimental effects such as dependency on relief assistance and promote the recovery of livelihoods.
- 2.3.12. **Give due attention to the most vulnerable groups:** DRM systems will give due attention to especially vulnerable groups such as women, children, the infirm, people living with HIV/AIDS, the disabled and the elderly.
- 2.3.13. **Avoid malpractices:** DRM systems shall be free from all forms of malpractice.

## 2.4. Policy Directions

In accordance with the above set of goals, objectives and principles, the National Policy on Disaster Risk Management (NPDRM) defined clear institutional arrangement and all the risk management directions as indicated in the following sections are set out by complete DRM cycle/phases and other essential policy provisions.

### 2.4.1. Organization and Structure

- 2.4.1.1. DRM shall be everyone's responsibility: government, communities, private sector, civil society, and development and humanitarian institutions. This policy spells out a clear organizational structure at all administrative levels and sectors to ensure its proper implementation with clear delineation of tasks and responsibilities.
- 2.4.1.2. This policy requires the establishment of strong coordinating and regulatory bodies with proper authority at all levels and defines relationships between coordinating bodies and line departments.
- 2.4.1.3. This Policy details mechanisms for vertical and horizontal coordination, accountability, and integration of all parties involved in DRM.

### 2.4.2. Core Disaster Risk Management (DRM) Phases



DRM is a continuous process that guides a coherent and transparent system, emphasizing three major phases or categories (pre-disaster, during disaster and post-disaster). Given the geographic diversity of hazards, risks and vulnerabilities in Ethiopia, such components or phases are not necessarily linear and may be managed simultaneously.

**2.4.2.1. Pre-disaster Phase:**

- 2.4.2.1.1. Includes prevention, mitigation, and preparedness activities before the event of disaster. Post-crisis recovery and rehabilitation measures undertaken in on-going crises could also serve as preventative interventions for future crises.
- 2.4.2.1.2. Disaster prevention, mitigation, and preparedness elements shall be a focus of development strategies, policies, and programs and need to be incorporated in the strategies, plans, and programs of line departments and other relevant bodies.
- 2.4.2.1.3. The abilities to respond to disasters shall be developed during the pre-disaster phase. All actors shall be prepared for discharging their roles, managing resources, and upholding their responsibilities during disasters well in advance of crises.
- 2.4.2.1.4. There will be multiple, decentralized, and adequate reserves of physical and financial stocks to manage predictable levels of crises for all major hazards and sectors.
- 2.4.2.1.5. Risk assessment, hazard mapping, and forecasting processes will be developed to reflect actual threats, provide genuine information, and produce accurate estimate and needs.
- 2.4.2.1.6. Contingency planning shall be an essential component of disaster preparedness.
- 2.4.2.1.7. Assessment results shall not be compromised or influenced by the limitations of response capacities.

**2.4.2.2. Disaster Phase**

- 2.4.2.2.1. The initial responsibility for detecting, responding to, recovering from, and mitigating the effects of disaster rests with the local (woreda) administrations. Communities as well have a major role to respond to disasters but disasters often overwhelm the capacity of communities to cope or respond. The primary effort of the local administration shall be made in order to support or strengthen communities to deal with emergencies effectively.
- 2.4.2.2.2. When an emergency event strikes, the concerned DRMCOs and DRMUs shall immediately activate/mobilize the preparedness facilities at their disposal. They shall assume responsibility for coordination of all humanitarian actors

working in their sectors through the establishment of emergency task forces (ETF). ETFs shall meet as necessary and be chaired by empowered, senior government representatives who will be held accountable and evaluated for the management of ETFs and other emergency coordination responsibilities.

- 2.4.2.2.3. Where there is inadequate capacity for disaster management, the Government will solicit international assistance.
  - 2.4.2.2.4. DRMCOs and DRMUs shall establish/strengthen a joint government, UN, and donor coordinating body that meets as necessary for the duration of a disaster.
  - 2.4.2.2.5. Every effort will be made to ensure timeliness, adequacy, rationality, and appropriateness of disaster response measures in order to mitigate effectively disaster-related loss of lives and livelihoods.
  - 2.4.2.2.6. International humanitarian principles and minimum standards of operations will be taken into account and adapted as per the local conditions.
  - 2.4.2.2.7. Disaster response strategies shall protect the dignity and basic human rights of affected populations. The protection of the rights and livelihood systems must be of equal importance to the provision of goods and services.
  - 2.4.2.2.8. The nature and scope of disaster response measures shall be based on the actual needs of at risk populations.
  - 2.4.2.2.9. The commencement of disaster response measures shall automatically follow the declaration of disaster. However, it is not always necessary to await a formal disaster declaration if lives are threatened to perish for want of relief assistance.
  - 2.4.2.2.10. Other risks of sensitive nature with humanitarian consequences such as those emanating from a political nature, such as border conflicts, refugee flows, or terrorist incidents shall be managed according to the same principles as spelled out in this Policy.
- 2.4.2.3. **Post-disaster Phase**
- 2.4.2.3.1. Following a disaster a proper damage assessment will be conducted to identify the magnitude and extent of the damage caused by a disaster and specific post-disaster early recovery and rehabilitation program will be developed and implemented by all concerned bodies.

2.4.2.3.2. Rehabilitation measures shall be integrated with development programs.

2.4.2.3.3. Post-disaster activities shall ensure the development of livelihood security and mitigate medium- and long-term consequences of disasters, thereby reducing vulnerability.

#### **2.4.3. Decentralized DRM and Disaster Declaration**

2.4.3.1. DRM functions, resources, and accountabilities shall be appropriately decentralized. Both standing and ad hoc institutional structures and appropriate chains of command shall be clear.

2.4.3.2. Information shall flow across and within levels of government to facilitate multi-hazard mapping, risk analysis, resource rationalization, and other processes to ensure efficient and effective DRM.

2.4.3.3. Regional states at all levels are obliged to consider and promote mutual cooperation in times of disaster.

2.4.3.4. The responsibility for declaring national level disasters that require extraordinary measures rests with the Federal Disaster Risk Management Council.

2.4.3.5. The responsibility for declaring regional, zonal and local levels disasters that require extraordinary measures rests with the Regional Disaster Risk Management Councils. This responsibility may be delegated to the Zonal and/or Woreda / Disaster Risk Management Councils where necessary for the best interest of at risk populations.

2.4.3.6. Disaster declarations shall be announced when the effects of crises exceed the capacity of the affected populations and concerned institutions to effectively mitigate the impact of the disasters.

2.4.3.7. In the event of external military aggression and other crises that endanger the constitutional order, a state of emergency shall be declared according to the Constitution.

#### **2.4.4. DRM Mainstreaming**

2.4.4.1. DRM is a crosscutting and multi-sectoral responsibility whereby concerned institutions shall integrate DRM into their regular development activities. National development cannot be sustainable unless DRM is considered as part of sectoral development processes.

2.4.4.2. DRM will be guided by concerns for the specific vulnerabilities and capacities that arise from differences in gender, age, livelihood systems, and other defining characteristics.

2.4.4.3. DRM efforts shall be sensitive to local customs, beliefs, and practices, and be adopted to local conditions.

#### **2.4.5. Multi-hazard DRM**

2.4.5.1. Understanding hazards, their behaviors, the risks they pose, and the vulnerabilities they create are fundamental to achieving successful DRM. Therefore, each sectoral line department shall identify, map, and be a lead agency for the main hazards that have critical effects on their sector.

2.4.5.2. DRMCs shall ensure that multi-hazard holistic DRM systems are in place at different places, as appropriate.

2.4.5.3. DRM strategies, plans, and programs shall be based on holistic and proactive approaches that are concerned with a wide range of hazards identified and the interaction of multiple hazards.

#### **2.4.6. Funding Arrangements**

2.4.6.1. Fundamentally, this Policy envisions the development of a sustainable and nationally self-reliant DRM system. Resource mobilization for DRM strategies, plans, and programs shall, to the extent possible, rely on domestic sources.

2.4.6.2. The DRM system for the management of baseline (that is, routine, predictable) levels of hazards, risks, and vulnerabilities shall be funded through multi-year development strategies.

2.4.6.3. Resource mobilization from local sources shall be the responsibility of DRMCOs and DRMUs at all levels.

2.4.6.4. Resource mobilization from international sources shall be the responsibility of the Federal Disaster Risk Management Coordination Office (FDRMCO).

2.4.6.5. Contingency relief reserves of different categories shall be established/maintained at different levels as necessary based on realistic estimates of potential response and recovery operations at each level.

2.4.6.6. Government resource at all levels will be mobilized and made readily available to preserve lives and livelihoods during disasters.

#### **2.4.7. Information Management and Communication System**

2.4.7.1. As DRM is multi-disciplinary and multi-sectoral, it requires a range of data and relies on the timely, smooth, and efficient communication of information and reliable data generated by a range of institutions, sectors, and decision-makers.

2.4.7.2. The interoperability of Information and Communication Technology (ICT) for effective disaster management among key disaster responders shall be uninterrupted and sustainable.

2.4.7.3. Effective DRM shall be guided by research, objective analysis, communication, and knowledge management.

2.4.7.4. A centrally managed DRM information system that integrates information from different sectors and documents all hazards and vulnerabilities shall be established at federal and regional levels within the DRMCOs.

#### **2.4.8. DRM Plans**

2.4.8.1. Sectoral DRM and emergency response contingency plans shall be prepared by each DRM unit and focal bodies and shall be consolidated at all levels and submitted to the respective DRMCOs.

2.4.8.2. Integrated and consolidated DRM plans shall be developed by DRMCOs at all (federal, regional, zonal and woreda) levels.

#### **2.4.9. Partnership and the Role of Civil Societies and Humanitarian Partners**

2.4.9.1. Community based organizations, the private sector and humanitarian organizations such as UN agencies, Donors, NGOs, professional institutions, etc., play important roles in the implementation of DRM strategies.

2.4.9.2. DRMCOs and DRMUs/focal bodies will promote the involvement of these partners as appropriate.

2.4.9.3. Humanitarian partners are expected to deliver support to DRMCOs, DRMUs and the affected population in a cohesive and coherent manner in line with the strategies of the DRMCOs and DRMUs in areas of their specific sectoral involvement.

#### **2.4.10. Cross-Cutting Issues**

2.4.10.1. Vulnerabilities associated with gender will be given due attention in DRM.

2.4.10.2. Vulnerabilities associated with age, HIV/AIDS, poverty, environment and disability and other socially-defined or disaster-induced will be given due attention in DRM.

#### **2.4.11. Regional Administration and International Cooperation**

2.4.11.1. Disaster threats as well as DRM opportunities are trans-boundary by nature. Some hazards, such as human and livestock diseases, pest outbreaks, conflicts and refugee flows, may affect neighboring regional administrations within Ethiopia and countries that share common boundaries.

2.4.11.2. The country will promote active collaboration and mutual assistance for DRM with neighboring regional administrations

(within Ethiopia) and countries and regional organizations (within Africa) such as IGAD.

#### **2.4.12. Monitoring and Evaluation**

- 2.4.12.1. Monitoring and evaluation of the impact and consideration of DRM practices and the effectiveness of this policy are the key means by which DRMCOs and DRMUs/focal bodies ensure that the provisions of this Policy are upheld in practice, that lives and livelihoods are saved and protected, and that sustainable development can be pursued.
- 2.4.12.2. Relevant stakeholders (including at risk communities) shall be active in the monitoring and evaluation of this policy and related interventions.
- 2.4.12.3. There shall be an inter-sectoral forum for the regular review, and monitoring and evaluation of DRM implementation.

#### **2.4.13. Policy Enforcement and Implementation Guidelines**

- 2.4.13.1. There shall be enabling legislation to strengthen the mechanisms of accountability for DRM as outlined in this Policy.
- 2.4.13.2. Detailed, specific sectoral implementation guidelines and manuals shall be developed for policies that require further elaboration. These shall be reviewed and updated as necessary.
- 2.4.13.3. There shall be a review and, where appropriate, revision of existing legislation, implementation guidelines and manuals across all sectors to strengthen DRM efforts, accountabilities, and directions.
- 2.4.13.4. Responsible individuals and bodies shall be empowered and capacitated to implement risk management activities and be held legally accountable in case of failures of discharging their DRM duties and responsibilities.

### **3. Directives for the Implementation of the National Policy on DRM**

#### **3.1. Organization and Structure**

3.1.1. DRM responsibilities will be distributed over three core structures at federal and regional levels: the Disaster Risk Management Councils (DRMCs); the Disaster Risk Management Coordination Offices (DRMCOs); and, sectoral Disaster Risk Management Units (DRMUs)/focal bodies at all administrative levels (federal, regional, zonal,, woreda and Kebele/Farmer's Kebele Administration).

#### **3.1.2. Disaster Risk Management Councils (DRMCs)**

##### **3.1.2.1. The Federal Disaster Risk Management Council (FDRMC)**

3.1.2.1.1. The FDRMC is the highest policy and oversight body for DRM.

3.1.2.1.2. The Council consists of the following members:

- 3.1.2.1.2.1. Prime Minister (chair)
- 3.1.2.1.2.2. Minister of Agriculture and Rural Development
- 3.1.2.1.2.3. Minister of Health
- 3.1.2.1.2.4. Minister of Water Resources
- 3.1.2.1.2.5. Minister of Defense
- 3.1.2.1.2.6. Minister of Mines and Energy
- 3.1.2.1.2.7. Minister of Federal Affairs
- 3.1.2.1.2.8. Minister of Transport and Communications
- 3.1.2.1.2.9. Minister of Foreign Affairs
- 3.1.2.1.2.10. Minister of Trade and Industry
- 3.1.2.1.2.11. Minister of Education
- 3.1.2.1.2.12. Minister of Finance and Economic Development
- 3.1.2.1.2.13. Minister of Labor and Social Affairs
- 3.1.2.1.2.14. Minister of Works and Urban Development
- 3.1.2.1.2.15. Minister of Women's Affairs
- 3.1.2.1.2.16. Minister of Science and Technology
- 3.1.2.1.2.17. Ministry of Youth and Sports
- 3.1.2.1.2.18. Minister of Government Communication Affairs Office
- 3.1.2.1.2.19. Director General of Federal Police

- 3.1.2.1.2.20. Director General National Intelligence and Security Service
- 3.1.2.1.2.21. Director General of National Meteorology Agency
- 3.1.2.1.2.22. Presidents of Regional States including Addis Ababa and Dire Dawa City Administration Councils
- 3.1.2.1.2.23. Director General of Environmental Protection Authority
- 3.1.2.1.2.24. Head of Federal Disaster Risk Management Coordination Office (Secretary)

3.1.2.1.3. The FDRMC will perform the following functions:

- 3.1.2.1.3.1. Oversee the implementation of the National Policy on Disaster Risk Management.
- 3.1.2.1.3.2. Provide general direction regarding DRM.
- 3.1.2.1.3.3. Oversee the integration of DRM into sectoral development strategies and programs, and the implementation of DRM policy through the Federal Disaster Risk Management Coordination Office (FDRMCO).
- 3.1.2.1.3.4. Ensure proper legislation and its enforcement mechanisms are in place in support of DRM functions.
- 3.1.2.1.3.5. Approve general rules for operating, financing, and releasing funds from Federal Disaster Response and Recovery Funds (DRRF) that are managed by DRMCO.
- 3.1.2.1.3.6. Prescribe general guidelines for DRMCO to:
  - a) Declare national level disaster on behalf of the council.
  - b) Mobilize domestic and foreign resources for DRM functions.
  - c) Manage federally owned central DRM resources.
  - d) Mobilize inter-regional (i.e., within Ethiopia) DRM resources.
- 3.1.2.1.3.7. Approve national disaster contingency plans.
- 3.1.2.1.3.8. Ensure that the FDRMCO and other members of the council effectively perform their functions.



- 3.1.2.1.3.9. Declare National Disaster Risk Management Day.
- 3.1.2.1.3.10. Meet twice annually to review the national state of DRM.
- 3.1.2.1.3.11. Meet at the request of the Secretariat (FDRMCO) when circumstances so demand.
- 3.1.2.1.3.12. Ensure the necessary capacity of the FDRMCO is in place.

**3.1.2.2. Regional Disaster Risk Management Councils (RDRMC)**  
*(The federal structures and responsibilities mentioned under 3.1.2.1 will be replicated/adapted to regions, with the inclusion of the participation of municipalities and fire brigades as appropriate.)*

**3.1.2.3. Zonal Disaster Risk Management Councils (ZDRMC)** *(The regional structures and responsibilities mentioned under 3.1.2.2 will be replicated/adapted to zonal level.)*

**3.1.2.4. Woreda/Kebele/Farmer's Kebeke Administration Disaster Risk Management Councils (WDRMC)** *(The zonal structures and responsibilities mentioned under 3.1.2.3 will be replicated/adapted)*

### **3.1.3. Disaster Risk Management Coordination Offices (DRMCOs)**

**3.1.3.1. Federal Disaster Risk Management Coordination Office (FDRMCO)** is a coordinating and regulatory body at federal level for DRM-related matters that will be accountable to the Office of the Prime Minister. The FDRMCO will:

- 3.1.3.1.1. Act as the secretariat for the FDRMC and serve as the central agency for ensuring proper and effective implementation of DRM activities among all line departments at the federal level.
- 3.1.3.1.2. Have the authority to communicate directly with ministers, directors, and head of sectoral DRM units on all DRM issues.
- 3.1.3.1.3. Consolidate all DRM plans and activities conducted by DRMUs and focal bodies at national and regional levels.
- 3.1.3.1.4. Play coordinating role for handling:
  - a) National (multi-regional) level disasters.

- b) Hazards that do not fall under any one of lead agencies indicated in section 3.1.4.1.3.
  - c) Mass Casualty Incidents (MCI) where the scale of the incident is considered as a national disaster.
- 3.1.3.1.5. Ensure that key national level preparedness and mitigation facilities and capacities are in place and effectively functional.
- 3.1.3.1.6. Facilitate the development of procedures for mutual disaster risk management and mutual cooperation with neighboring regions.
- 3.1.3.1.7. Provide support on request by RDRMCs to authorize additional appropriate measures, if necessary.
- 3.1.3.1.8. Serve as a repository/custodian of national level DRM information.
- 3.1.3.1.9. Establish technical committees and forums drawn from sectoral DRM unit/focal bodies, civil society and humanitarian partners, religious organizations, and others to perform DRM duties as and when necessary.
- 3.1.3.1.10. Be organized in three core functional units: Federal Integrated Information Management and Mapping Unit; Federal Risk Management Unit; Federal Plan, Program and Research Unit; and establish other support units as necessary.
- 3.1.3.1.10.1. The ***Federal Integrated Information Management and Mapping Unit*** will:
- 3.1.3.1.10.1.1. Conduct comprehensive analysis of sectoral DRMUs/focal bodies, regional DRMCOs and other sources of early warning information, and issue and disseminate consolidated national early warning information.
  - 3.1.3.1.10.1.2. Using a range of sources, develop and maintain databases of all key hazards and all disaster impacts (damage assessment), and conduct multi-sectoral and multi-hazard risk analyses.
  - 3.1.3.1.10.1.3. Issue, at a minimum, monthly and quarterly summaries of national risk and disaster outlooks.
  - 3.1.3.1.10.1.4. Develop and disseminate standard operational guidelines for the management

of information and databases to be used at different levels.

3.1.3.1.10.1.5. Organize trainings on information management and other related fields for capacity development of stakeholders and institutions involved in DRM at different levels.

3.1.3.1.10.1.6. Ensure that DRMUs and RDRMCOs and other relevant bodies develop, maintain, and enforce appropriate information systems.

3.1.3.1.10.2. The ***Federal Risk Management Unit*** will:

3.1.3.1.10.2.1. Ensure the implementation of multi-hazard, multi-sectoral, and/or multi-regional disaster risk management (RM) initiatives including prevention, mitigation, preparedness, rehabilitation; and response, early recovery and rehabilitation initiatives for unprecedented crises and mass causality incidents.

3.1.3.1.10.2.2. Review the integration of RM in major national multi-sectoral development strategies, plans, and programs.

3.1.3.1.10.2.3. Ensure that DRMUs develop and disseminate standards and appropriate guidelines for effective and transparent sector-specific risk reduction, emergency response and recovery that are updated, at a minimum, every five years.

3.1.3.1.10.2.4. Set quality control and minimum standards of imported relief resources and ensure the quality of imported resources maintain this standards in collaboration with the appropriate institution.

3.1.3.1.10.2.5. In collaboration with other relevant DRM stakeholders, regularly monitor and evaluate the proper implementation and effectiveness of risk reduction, emergency response and recovery activities.

3.1.3.1.10.2.6. Organize trainings and awareness raising activities for capacity development of stakeholders and institutions on this Policy in relation to prevention, mitigation,

preparedness, response, recovery and rehabilitation activities.

- 3.1.3.1.10.2.7. Ensure that DRMUs, RDRMCOs and other relevant bodies develop, maintain, and enforce appropriate and clear RM , emergency response and recovery operational guidelines consistent with this Policy.
- 3.1.3.1.10.2.8. Establish a crisis management and response center for the coordination of response and recovery initiatives for unprecedented crises and mass causality incidents.
- 3.1.3.1.10.2.9. Review sectoral and regional risk reduction and disaster contingency response plans and develop consolidated national risk reduction and disaster contingency plans.
- 3.1.3.1.10.2.10. Develop and maintain relations with local and international humanitarian and development partners in order to mobilize DRM resources and technical cooperation.
- 3.1.3.1.10.2.11. Establish and manage the Federal Disaster Response and Recovery Fund.
- 3.1.3.1.10.3. The ***Federal Plan, Program and Research Unit*** will:
  - 3.1.3.1.10.3.1. In collaboration with academia, research institutions and humanitarian experts and organizations, develop and disseminate standards and appropriate guidelines for an effective research management.
  - 3.1.3.1.10.3.2. Develop and issue a standard guideline for the preparation of DRM plans (risk management and disaster response contingency) at different levels.
  - 3.1.3.1.10.3.3. Conduct comprehensive research on the interrelationships among hazards, risks, and vulnerabilities in Ethiopia.
  - 3.1.3.1.10.3.4. Ensure that DRMUs/focal bodies develop and disseminate standards sectoral DRM plans.
  - 3.1.3.1.10.3.5. Develop consolidated and comprehensive national DRM plans.

3.1.3.1.10.3.6. Organize trainings on DRM, policy implementation, research techniques, planning, and monitoring and evaluation for capacity development of stakeholders and institutions involved in DRM at different levels.

3.1.3.1.10.3.7. In collaboration with DRMUs and relevant stakeholders, regularly monitor and evaluate the effectiveness of sectoral DRM strategies, plans and programs and the proper implementation of this Policy.

3.1.3.1.10.3.8. Ensure that DRMUs, RDRMCOs and other relevant bodies develop, maintain and enforce appropriate and clear planning, monitoring and evaluation operational guidelines based on this Policy.

3.1.3.1.11. The Head of the FDRMCO will:

3.1.3.1.11.1. Be directly accountable to the Prime Minister and serve as a secretary for FDRMC.

3.1.3.1.11.2. Initiate a process of review of (and revise as required) the National Disaster Risk Management Policy every five years.

3.1.3.1.11.3. Present comprehensive DRM reports to the House of Peoples Representative about the performance of DRM initiatives nationwide.

3.1.3.1.11.4. Organize an annual disaster risk management summit that includes all DRMCOs, DRMUs/focal bodies and Regional Presidents to review the status of DRM in the country.

3.1.3.1.11.5. Ensure the implementation of this Policy.

3.1.3.1.11.6. Perform other functions as may be required by the FDRMC.

3.1.3.2. **Regional Disaster Risk Management Coordination Offices (RDRMCOs)** *(The federal structures and responsibilities will be replicated/adapted, with the inclusion of the participation of municipalities and fire brigades.)*

3.1.3.3. **Zonal Disaster Risk Management Coordination Offices (ZDRMCOs)**. *(The regional structures and responsibilities mentioned above will be replicated/adapted.)*

3.1.3.4. **Woreda/Kebele/Farmer's Kebele Administration Disaster Risk Management Coordination Offices (WDRMCOs)**.

*(The zonal structures and responsibilities mentioned above will be replicated/adapted.)*

#### **3.1.4. Disaster Risk Management Units (DRMUs)**

##### **3.1.4.1. Federal Disaster Risk Management Units (FDRMUs)**

3.1.4.1.1. Relevant federal line departments will establish, maintain and manage DRM units and play the lead role and coordinate all stakeholders to work together on all stages of DRM in their sector and others will assign focal body responsible for the management of all DRM activities within their sector.

3.1.4.1.2. The following institutions at the Federal level will establish DRMUs and play the lead role in their sector:

3.1.4.1.2.1. Ministry of Agriculture and Rural Development: all crop production, livestock, forest fire, food, and food security related hazards.

3.1.4.1.2.2. Ministry of National Defense: search and rescue in times of war and other emergencies as required.

3.1.4.1.2.3. Ministry of Federal Affairs; conflict related hazards.

3.1.4.1.2.4. Ministry of Mines and Energy: seismic activity (earthquake and volcanic activities), landslides, dam failure, etc., related hazards.

3.1.4.1.2.5. Ministry of Health: human health including HIV/AIDS and malnutrition related hazards.

3.1.4.1.2.6. Ministry of Transport and Communications: transport accident especially road and communications network damage.

3.1.4.1.2.7. Ministry of Water Resources: climate change especially flood, drought, water supply, sanitation and hygiene related hazards.

3.1.4.1.2.8. Ministry of Works and Urban Development: urban infrastructure development and urban fire related hazards.

3.1.4.1.2.9. Environmental Protection Authority: environment and radioactive pollution related hazards.

- 3.1.4.1.3. Other governmental institutions who are members of the FDRMC will designate DRM focal body responsible for all DRM matters in their sectors.
- 3.1.4.1.4. All DRMUs and focal bodies shall report directly to the Minister or Head of Agency and perform the following duties and responsibilities in common. Each will:
  - 3.1.4.1.4.1. Coordinate all sectoral DRM activities and ensure the integration of Disaster Risk Management into the regular duties and responsibilities of their institutions and other relevant stakeholders involved in their areas of responsibilities.
  - 3.1.4.1.4.2. Develop and implement sectoral strategies and plans for DRM and coordinate their implementation within their institution and with partners.
  - 3.1.4.1.4.3. Review the implementation of these strategies, plans, and programs.
  - 3.1.4.1.4.4. Establish, maintain, and manage sectoral contingency reserves of financial and/or physical stocks for addressing disaster risks within their sectors.
  - 3.1.4.1.4.5. Establish a sectoral early warning system and disseminate early warning information to regional DRMUs, regional DRMCOs, sectors partners, the FDRMCO, and the general public.
  - 3.1.4.1.4.6. Develop and maintain an integrated comprehensive sectoral DRM plan.
  - 3.1.4.1.4.7. Test through simulations the disaster response contingency plans for their sectors.
  - 3.1.4.1.4.8. Conduct sector-specific risk assessments and vulnerability analysis, and design and coordinate strategies to addresses these risks and vulnerabilities.
  - 3.1.4.1.4.9. Define detailed sector specific duties and responsibilities and develop sectoral DRM standards, procedures, and guidelines/directives.
  - 3.1.4.1.4.10. Promote the involvement of communities and other stakeholders particularly women and other vulnerable groups in the design, planning, implementation, and monitoring and evaluation of sectoral DRM strategies.

- 3.1.4.1.4.11. Play a leading role in emergency responses in collaboration with other relevant stakeholders in their areas of responsibility.
  - 3.1.4.1.4.12. Establish and lead sectoral ETFs comprising actors in their sector, other relevant line ministries, UN agencies, donor governments, humanitarian organizations, and private sector representatives, as appropriate.
  - 3.1.4.1.4.13. Establish and maintain an effective and reliable system of communication with regional DRM offices and the FDRMCO, maintain and secure databases, and analyze information regarding sectoral DRM activities and disaster risks.
  - 3.1.4.1.4.14. Conduct damage assessments after the event of a disaster and maintain proper records.
  - 3.1.4.1.4.15. Ensure the availability of the necessary resources and capacities for the implementation of DRM responsibilities.
  - 3.1.4.1.4.16. Ensure gender is adequately integrated and mainstreamed in to DRM planning, implementation, monitoring and evaluation
  - 3.1.4.1.4.17. Establish, maintain, and manage sectoral Disaster Response and Recovery Funds (DRRFs) if deemed necessary.
  - 3.1.4.1.4.18. Regularly assess and evaluate the effectiveness of sectoral DRM strategies, plans, and programs.
  - 3.1.4.1.4.19. Participate in FDRMCO technical committees and other relevant sectoral DRM units and provide technical assistance on request.
  - 3.1.4.1.4.20. Undertake other DRM activities deemed to be necessary and relevant to their sector.
- 3.1.4.2. ***Regional Disaster Risk Management Units (RDRMUs)*** *(The federal structures and responsibilities will be replicated/adapted, with the inclusion of the participation of municipalities and fire brigades.)*
- 3.1.4.3. ***Zonala Disaster Risk Management Coordination Offices (ZDRMCOs)*** *The regional structures and responsibilities mentioned above will be replicated/adapted*
- 3.1.4.4. ***Woreda/Kebele/Farmer's Kebele Administration Disaster Risk Management Coordination Offices /WDRMCOs)***



*The zonal structures and responsibilities mentioned above will be replicated/adapted*

## **3.2. Operational Modalities under Each Core DRM Components**

### **3.2.1. Pre-disaster Phase**

#### **3.2.1.1. *Pre-disaster (prevention, mitigation and preparedness) activities include:***

- 3.2.1.1.1. Conducting routine hazard identification and vulnerability and risk assessments in all sectors and at all levels of administration.
- 3.2.1.1.2. Ensuring that governmental institutions, private entities, and charitable organizations at all levels develop, maintain, monitor, and enforce appropriate and clear DRM operational guidelines consistent with this Policy.
- 3.2.1.1.3. Developing and implementing appropriate risk reduction strategies, programs, and plans.
- 3.2.1.1.4. Developing, maintaining, and testing through simulation DRM contingency plans for all sectors at all levels.
- 3.2.1.1.5. Establishing, strengthening, and maintaining necessary and appropriate preparedness capacities at different levels in all sectors.

#### **3.2.1.2. Prevention activities include:**

The following are the primary activities that will be undertaken to prevent disasters:

- 3.2.1.2.1. Identifying and assessing areas and populations subject to recurrent crises and prioritizing multi-year, multi-sectoral development investments to address underlying, interlocking disaster vulnerabilities.
- 3.2.1.2.2. Auditing every development strategy, plan, and program for any and all potential increases in disaster risks related to such endeavors.
- 3.2.1.2.3. Prioritizing preservation and regeneration of degraded and threatened environmental bases for multi-year, multi-sectoral development investments in order to minimize risks and vulnerabilities arising from resource-based conflicts, and to promote sustainable development.
- 3.2.1.2.4. Addressing the rapidly-developing urban environment (which poses unique hazards and threats) through urban planning, improvement and rigorous enforcement of building codes, and infrastructure developments that are geared towards risk reduction.

- 3.2.1.2.5. Ensuring that where communities are resettled as part of disaster risk management initiatives, crisis response strategies, or development investments, that such communities will have access to full resources to ensure their rights, health, livelihoods, and security.
- 3.2.1.2.6. Raising the levels of disaster prevention through education and public awareness will contribute to reducing the impacts of disasters. This will entail the following activities:
  - 3.2.1.2.6.1. Mainstreaming of DRM into appropriate subjects at primary and secondary schools and encouraging extra-curricular DRM activities to create future generations with a culture of resilience to disasters.
  - 3.2.1.2.6.2. Encouraging higher learning institutions and think tanks to conduct DRM research, develop expertise, teaching modules, and cultivate a sense of professionalism for disaster risk management.
- 3.2.1.3. **Mitigation activities include:**
  - 3.2.1.3.1. Establishing social safety-net mechanisms to assist at risk populations (women, children, the poor, the elderly, displaced, and people with disabilities) so that basic resilience against risk is protected and enhanced.
  - 3.2.1.3.2. Promoting diversified income options through long-term development initiatives for population in high-risk areas to reduce their vulnerability to hazards.
  - 3.2.1.3.3. Protecting proactively through development initiatives the nation's physical infrastructure and natural environment to mitigate disaster risk.
  - 3.2.1.3.4. Promoting the development of financial risk sharing mechanisms (such as insurance and reinsurance) to protect at risk communities and public and private institutions,
  - 3.2.1.3.5. Improving the capacities of DRMUs staff in basic DRM concepts and applications, including first aid.
  - 3.2.1.3.6. Establishing/encouraging the Ethiopian Red Cross Community, the school scouts movement and similar volunteers to develop the skills of youth in basic first aid and community service in times of disaster.
  - 3.2.1.3.7. Mitigation measures for large scale disasters and mass causality incidents:
    - 3.2.1.3.7.1. Crisis management and response centers shall be established, financed, equipped, and maintained by DRMCOs.

- 3.2.1.3.7.2. Simulations of the management of mass casualty incidents shall be undertaken annually in large cities and major transport hubs.
- 3.2.1.3.7.3. The Ethiopian Defense Forces and the police shall develop capacities for search and rescue in times of earthquake, bombings, floods, and similar crises.
- 3.2.1.3.7.4. The government shall develop standing agreements for mutual cooperation with other countries.
- 3.2.1.3.7.5. The government shall develop regulations governing the temporary commandeering of private sector assets and procedures for compensation in times of disaster.

**3.2.1.4. Preparedness activities:**

- 3.2.1.4.1. Preparedness measures to be in place before disasters threaten shall include, among others, strategic contingency reserves (physical and financial), early warning systems, reliable information communication networks, contingency plans, human resource development, simulations, and institutions, guidelines, standards for response initiatives.
- 3.2.1.4.2. The following are primary activities to be carried out in support of local, regional, and national disaster risk preparedness.

**3.2.1.4.2.1. Early Warning Systems**

- 3.2.1.4.2.1.1. There shall be regional and national level multi-hazard and multi-sectoral early warning systems linked to hazard profiles.
- 3.2.1.4.2.1.2. DRMUs shall develop and maintain early warning systems that monitor hazards with the potential to impact their sectoral areas, guide sectoral risk management responses, and feed into national multi-hazard, multi-sectoral early warning systems.
- 3.2.1.4.2.1.3. Early warning systems will establish trigger indicators linked to agreed preparedness measures, including contingency plans that are linked to specific vulnerabilities of affected communities, sectors, institutions, and livelihood systems.
- 3.2.1.4.2.1.4. DRMUs will estimate the current and forecast future magnitude of disasters and provide this information across their line departments as well as to DRMCOs.
- 3.2.1.4.2.1.5. The DRMCOs must review and conduct comprehensive analysis on information provided by each sector's early warning systems.

**3.2.1.4.2.2. Identification, monitoring and forecasting of hazards and risks**

- 3.2.1.4.2.2.1. Each line department shall establish a capacity for hazard and risk monitoring and forecasting as it pertains to its sectoral focus at the federal, regional and woreda levels.
- 3.2.1.4.2.2.2. DRMCOs shall coordinate and synthesize hazards and risks profiles and forecasts of emerging trends conducted by DRMUs, focal bodies and specialized agencies.
- 3.2.1.4.2.2.3. DRMUs and DRMCOs shall be active participants in international fora and initiatives regarding regional and global hazard and risk assessment, mapping and forecasting.
- 3.2.1.4.2.2.4. To prioritize resources to impartially identified at risk areas and populations and to ensure that analysis is free from political influence, individuals engaged in assessment, mapping and forecasting shall have separate lines of accountability from individuals responsible for disaster response functions.
- 3.2.1.4.2.2.5. An updated national disaster risk forecast, including details of the hazard and risk profile by region, livelihood system, and international trans-boundary shall be issued annually by the FDRMCO.
- 3.2.1.4.2.2.6. Civil society will be encouraged to undertake hazard and risk identification and forecasting, with the outputs by these efforts taken under consideration by government in its own process of assessments, mapping and forecasts.
- 3.2.1.4.2.2.7. Civil society and government shall work together to ensure that accurate, complete and permanent records of the history of risks, hazards and responses are maintained and are accessible for planners and analysts.
- 3.2.1.4.2.2.8. Other risks of sensitive nature with humanitarian consequences should be appropriately monitored by relevant government institutions according to the same principles as spelled out in this Policy.

**3.2.1.4.2.3. Contingency Planning Processes**

- 3.2.1.4.2.3.1. DRMUs will be responsible for the development of contingency plans with respect to their sectors.

- 3.2.1.4.2.3.2. DRMUs will maintain historical records of past crises and contingency plans that must be consulted when developing new contingency plans.
- 3.2.1.4.2.3.3. For threats affecting multiple administrative boundaries and/or sectors, the DRMCO at national and regional levels shall be responsible for developing holistic contingency plans based on DRMU plans.
- 3.2.1.4.2.3.4. There shall be an independent evaluation of each contingency plan in the post-crisis period to refine future contingency measures.
- 3.2.1.4.2.3.5. DRMUs and DRMCOs will exercise periodic disaster simulations specific to their sectors.
- 3.2.1.4.2.3.6. Contingency planning and simulations shall take into account the potential impacts and roles of the private sector and community based organizations.

3.2.1.4.2.4. **Contingency Resource Mechanisms**

- 3.2.1.4.2.4.1. In hazard-prone areas, communities shall be encouraged to develop and maintain a minimum level of resources to manage predictable disasters through their own capacity and resources, government support, and development initiatives.
- 3.2.1.4.2.4.2. Each DRMU shall establish/strengthen and maintain a minimum emergency contingency reserve of financial resources and/or physical stocks (e.g., cash, food, non-food reserves).
- 3.2.1.4.2.4.3. DRMCOs shall establish/strengthen and maintain centralized Disaster Response and Recovery Funds (DRRFs) to augment DRMU units once the DRMU contingency reserves have been exhausted.
- 3.2.1.4.2.4.4. DRMUs and focal bodies will ensure the inclusion of budgeted and financed contingency reserves in sectoral development projects that can be rapidly reprogrammed in the event of disasters that threaten to affect project areas or project progress.

3.2.2. **Disaster Phase activities:**

- 3.2.2.1. DRMUs shall be responsible for organizing unilateral or joint disaster and emergency need assessments. Assistance should normally be provided on the basis of such assessments except when human life will perish for want of assistance.
- 3.2.2.2. DRMUs shall initiate rapid disaster area assessments, make preliminary estimates of affected populations, losses of lives and

property, identify priority needs, and review contingency emergency plans as per prevailing conditions.

- 3.2.2.3. DRMUs shall ensure the rapid supply of relief materials to affected areas.
- 3.2.2.4. DRMUs shall activate ETFs and emergency operations and coordinate their activities with others, involving humanitarian actors in emergency responses if necessary.
- 3.2.2.5. In case of MCI, the relevant DRMU shall:
  - 3.2.2.5.1. Establish crisis management and response centers.
  - 3.2.2.5.2. Immediately launch search and rescue operations and mobilize the necessary search and rescue equipment and other relief resources as required.
- 3.2.2.6. DRMUs shall closely and continuously follow up and monitor the progress of emergency response operations, identify problems and additional needs, and take appropriate actions.
- 3.2.2.7. DRMUs shall provide adequate and timely information and comprehensive progress reports to the DRMCOs.
- 3.2.2.8. DRMUs shall insure rapid information flows from affected areas, maintain regular contact with relevant actors in the affected areas, and provide timely and adequate information to the public about the impacts of disasters and emergency operations.
- 3.2.2.9. DRMCOs and DRMUs must permanently maintain and make publicly available current records of all emergency activities within their sector.
- 3.2.2.10. DRMCOs shall provide the necessary and timely support to DRMUs as necessary.
- 3.2.2.11. In case of MCI, national level disaster and hazards that do not fall under any one of lead agencies, the DRMCOs shall act according to the directives indicated above.
- 3.2.2.12. If NGOs and other humanitarian partners are directly involved in emergency operation, they shall be required to provide complete details of their activities, materials, and financial reports on a regular basis to the relevant sector in which they are working.

### **3.2.3. Post disaster phase activities:**

- 3.2.3.1. DRMUs shall develop a strategy and comprehensive plan for early recovery and rehabilitation following the declaration of disaster in their areas of responsibility and implement the plan accordingly.
- 3.2.3.2. The private sector shall be encouraged, through tax breaks and other incentives, to participate in post-crisis recovery planning and implementation.

- 3.2.3.3. Disaster-affected and disaster-prone areas and populations shall benefit as a matter of highest priority from development investments in the post-crisis period.
- 3.2.3.4. DRMUs shall conduct post-crisis evaluations and damage assessments each time a disaster is declared. The evaluations must review preparedness, prevention, mitigation, and response strategies in each affected area. The evaluations must be stored in physical and electronic format within relevant DRMCOs/Us and be made publicly available. Recommendations must be formally reviewed by DRMCOs/Us to improve standards, procedures, strategies, and guidelines.

### **3.3. Decentralized DRM and Disaster Declarations**

- 3.3.1. National level disaster declarations shall be made only by the FDRMC. However, this responsibility can be delegated to the FDRMCO.
- 3.3.2. Regional, zonal and woreda levels disaster declarations shall be made only by a RDRMC. However this responsibility can be delegated to the RDRMCO.
- 3.3.3. Each level of administration shall coordinate and utilize all available resources within their administrative units to manage disaster risks before seeking additional assistance from the next highest level of authority or neighboring entity.
- 3.3.4. If the local administration is unable to manage and coordinate the disaster with its capacity accordingly, higher levels of administration shall intervene and provide assistance.
- 3.3.5. It is not necessary to declare a local disaster if local administrations are able to manage the crisis without undue adverse impact.
- 3.3.6. If a local or regional governmental institution(s) determines that a disaster will exceed existing capacities, that institution(s) shall request the regional DRMCO to issue a timely disaster declaration. The RDRMCO will review the request and issue declaration on behalf of the RDRMC, if deemed appropriate.
- 3.3.7. If a sectoral FDRMU or regional DRMC/DRMCO determines that a disaster will exceed existing capacities, that sector or regional DRMC/DRMCO shall request the FDRMCO to issue a timely disaster declaration. The FDRMCO will review the request and issue declaration on behalf of the FDRMC, if deemed appropriate.
- 3.3.8. Where crises exceed the capacity of a single region, a national disaster declaration shall be issued.
- 3.3.9. Disaster declarations shall be issued based on objective situation analysis and technically-sound early warning systems.

- 3.3.10. For disasters that arise without warning, responsible authority at federal and regional levels may declare a disaster in the absence of early warning reports or situation analysis.
- 3.3.11. Unlike the declaration of a state of emergency, the declaration of disaster does not avail government the right to derogate from citizens their full rights as specified in the Ethiopian constitution and other legal instruments. However, private property rights may be overridden in the best interest of at risk communities provided that rights holders are offered adequate compensation.
- 3.3.12. Disaster declarations immediately empower DRMCOs in the affected area(s) to coordinate government efforts to:
  - 3.3.12.1. Mobilize local, regional, federal, and international resources.
  - 3.3.12.2. Re-program humanitarian, development, and private sector resources to alleviate life-threatening situations.
  - 3.3.12.3. Reschedule personal debts.
  - 3.3.12.4. Suspend certain tax and public labor requirements not to exceed the expected duration of the crisis impact.
- 3.3.13. A disaster declaration entails the following duties, privileges and obligations:
  - 3.3.13.1. Implementation of contingency plans.
  - 3.3.13.2. Development of post-crisis recovery plans and utilization of contingency reserves against contingency plans, emergency responses, and post-crisis recovery plans.
  - 3.3.13.3. Empowerment of FDRMCO in consultation with the relevant DRMUs to appeal for additional assistance beyond government resources (provided that they can demonstrate that contingency reserves will be exhausted by the crisis).
  - 3.3.13.4. Upon the advice of FDRMCO, the Ministry of Inland Revenue will allow for the duty and tax-free importation of specific emergency supplies. The FDRMCO will ensure that such imports are used only for humanitarian operations.
  - 3.3.13.5. The official declaring a state of disaster shall organize, finance, and disseminate an evaluation of the crisis response within six months of the end of the declared period or one year after the disaster declaration, whichever is sooner.

#### **3.4. DRM Mainstreaming**

- 3.4.1. All DRMUs and focal bodies will integrate DRM into existing and future local, regional, and national development strategies, policies, plans and programs for sustainable development, as well as the policies and practices of the private sector.



- 3.4.2. All DRMUs and focal bodies will promote DRM strategies and coordinate their implementation at different levels and between government agencies, private sector, communities, UN agencies, NGOs, and donor governments in their areas of responsibility.
- 3.4.3. Each DRMU and focal body shall develop its own specific sectoral DRM standards and guidelines in support of this Policy.
- 3.4.4. DRM education shall be integrated into formal and informal systems of education at all levels and shall be promoted through community awareness.
- 3.4.5. All development schemes in vulnerable areas shall include DRM measures.

### **3.5. Multi-Hazard DRM**

- 3.5.1. Each DRMU and focal body will identify the range of hazards that may relate to its area of responsibility and develop and implement DRM strategies to address these hazards.
- 3.5.2. DRMCOs shall develop regional and national hazard profiles based on profiles provided by DRMUs.
- 3.5.3. DRMUs will collaborate with each other to ensure cross-sectoral cooperation for addressing the range of risks arising from multiple, interrelated hazards.

#### **3.5.4. Funding Arrangements**

##### **3.5.4.1. *Financing of Disaster Prevention, Mitigation, Preparedness and Rehabilitation***

- 3.5.4.1.1. Federal and regional governments shall allocate budget for disaster risk management initiatives (prevention, mitigation, preparedness, and rehabilitation) through regular development programs.
- 3.5.4.1.2. All DRMUs and relevant focal bodies shall include prevention, mitigation, preparedness, and rehabilitation requirements in their annual sectoral DRM plans and budgets.
- 3.5.4.1.3. All DRMUs shall ensure that sufficient DRM funds are secured.
- 3.5.4.1.4. DRMCOs and DRMUs shall encourage communities to establish local self-help or community support mechanisms and build and maintain DRM funds for use in times of disasters.
- 3.5.4.1.5. DRMCOs and DRMUs will provide technical support to communities to design fund mobilization mechanisms for emergency response (e.g., taxes and surtaxes, voluntary contributions from the public and the Diaspora, encouraging investors to contribute through tax exemptions, etc.)

- 3.5.4.1.6. DRMCOs and DRMUs shall establish National and Regional DRRFs and the sectoral contingency reserves from a wide range of sources (e.g., by contributions from federal and regional government budgets, the private sector, the public, the Diaspora, and international contributions).
  - 3.5.4.1.7. The DRRFs shall be managed by the FDRMCO and the RDRMCO, with the oversight of the FDRMC and RDRMCs.
  - 3.5.4.1.8. DRMCs shall guarantee that operational costs for DRMCOs are included and financed in national and regional annual budgets, and that DRRFs are replenished in a timely fashion.
- 3.5.4.2. Financing of Disaster Response and Recovery**
- 3.5.4.2.1. The woreda DRMC is the first government institution to respond to disasters at local levels. The council will mobilize relief assistance if the affected kebele in the woreda and communities are unable to cope up the disaster.
  - 3.5.4.2.2. The primary source of funding for disaster responses shall be from communities and local administrations in affected areas. The secondary source will be the next highest level of administration above the affected areas.
  - 3.5.4.2.3. Federal and Regional DRRFs will be established by federal and regional DRMCOs to provide resources in times of disasters to augment sectoral DRM contingency reserves.
  - 3.5.4.2.4. The DRRFs shall be used only for emergency relief and recovery measures during disaster and post-disaster periods.
  - 3.5.4.2.5. Federal and regional governments should be approached for funding only when capacity and resources at local levels are overwhelmed by crises.
  - 3.5.4.2.6. When a crisis threatens to overwhelm available resources, a special local fund raising event may be organized by federal and regional sectoral offices in collaboration with the respective DRMCOs.
  - 3.5.4.2.7. When the disaster threatens to overwhelm national capacity, appeal for external assistance will be issued by FDRMCO upon the guidance of the FDRMC.
  - 3.5.4.2.8. The FDRMCO in collaboration with the appropriate institution shall set quality control and minimum standards of imported relief resources and ensure the quality of imported resources maintain this standards.
  - 3.5.4.2.9. DRMCOs will establish guidelines for the procedures for accessing contingency funds. Such guidelines shall not contravene the structures and procedures detailed in this Policy.

### **3.6. Information Management and Communication System**

- 3.6.1. DRMOs and DRMUs shall develop/strengthen and manage integrated central DRM information management systems and networks that will serve all DRM components at all levels.
- 3.6.2. Each DRMUs/focal bodies at all levels shall supply sectoral DRM information to respective DRMCOs on a regular basis. Similarly, DRMCOs at different levels shall supply consolidated periodic DRM information to the next higher level of DRMCOs.
- 3.6.3. DRMCOs shall ensure the consistency of DRM information/ reports.
- 3.6.4. DRMCOs shall ensure that all DRM coordination bodies have clear lines of communication across vertical and horizontal linkages.
- 3.6.5. DRMCOs will establish a secure and separate communication network for emergency communication for all disaster managers. This network shall remain operable even when public network are unavailable.
- 3.6.6. Each DRMU and DRMCO will develop, maintain, and make accessible integrated databases of hazards, disasters, and DRM programs. The database shall include, at a minimum:
  - 3.6.6.1. Hazard types, frequency and intensity (area and population affected).
  - 3.6.6.2. Disaster types, frequency, intensity and impacts.
  - 3.6.6.3. Disaster risk management interventions by type, cost, implementing agency, and population affected.
  - 3.6.6.4. Vulnerability by area, population, and livelihood system.
  - 3.6.6.5. Livelihood baseline information that is updated, at a minimum, every five years.
- 3.6.7. DRMUs and DRMCOs shall have adequate analytical capacity for data management, manipulation, analysis, presentation, and dissemination.
- 3.6.8. A disaster risk/hazard and vulnerability map shall be produced and updated by each DRMCO, at a minimum, every five years.
- 3.6.9. DRMCOs in collaboration with Finance and Economic Development Offices and other relevant institutions shall estimate the economic and social impacts of disasters.
- 3.6.10. All studies and evaluations of any aspect of DRM program shall be properly documented and maintained by the respective DRMU or DRMCO for a period of no less than ten years.
- 3.6.11. External agencies shall provide full cost information on the expenses relating to disaster responses on a quarterly basis to the DRMU for the sectors in which they work, and provide comprehensive annual report to

the DRMCOs at the regional and federal levels where they are operational.

3.6.12. With the exception of information deemed sensitive to national security, databases shall be made available to the public.

### **3.7. Consolidated DRM Plans**

3.7.1. The major objective of DRM planning is to minimize the adverse effect of hazards through proactive development and implementation of comprehensive, integrated, and multi-sectoral DRM interventions.

3.7.2. Each DRMU has the responsibility of developing DRM plans within their sector (taking into account the different hazards that affect the sector) and submitting them to their respective DRMCOs.

3.7.3. The plans shall include among other components analysis of hazards, vulnerabilities, resources and other capacities, details of how responsibilities, accountabilities, and resources are to be allocated to specific institutions or individuals, and strategies for risk reduction.

3.7.4. Each DRMU shall ensure that the planning process involves all relevant bodies, including communities.

3.7.5. All DRMCOs shall compile consolidated DRM plans at their levels.

### **3.8. The Role of Civil Society and Humanitarian Partners**

3.8.1. Civil society and humanitarian partners will:

3.8.1.1. Work in close harmony with relevant DRMCOs and DRMUs and take direction from them in areas of their specific sectoral involvement.

3.8.1.2. Participate in different forums and technical committees dealing with specific hazard types.

3.8.1.3. Provide technical, financial, and material support for DRM capacity development in addition to responding to humanitarian crisis.

3.8.1.4. Assist in development of technical skill, knowledge management, and sharing of best practices for DRM.

3.8.2. NGOs and other humanitarian partners directly involved in emergency operation shall submit complete details of their plans, implementation performance, and financial and material utilization on a quarterly basis to the relevant authorities in the sector in which they are working.

3.8.3. Organized community organizations can mobilize the community to participate in recovery and rescue operation, early stages of emergency response operations, and recovery and rehabilitation programs in special circumstance.

3.8.4. Universities, think tanks, and international partners shall promote research on DRM.

### **3.9. Cross-Cutting Issues**

- 3.9.1. In times of disaster, the vulnerabilities associated with HIV/AIDS shall be given special attention.
- 3.9.2. Disasters may exacerbate social vulnerabilities such as those relating to gender, age, occupation, location, nationality, or other potential sources of discrimination. In times of disaster, socially vulnerable groups shall be given special attention. This includes at a minimum in disaster affected areas:
  - 3.9.2.1. Protecting the rights of vulnerable groups in all DRM activities.
  - 3.9.2.2. Ensuring that DRM guidelines, codes, standards, strategies, legislation, and implementation plans and programs reduce social vulnerabilities.
  - 3.9.2.3. Collecting and analyzing disaggregated information on DRM issues by sex and age and other indicators of potential social vulnerability.
  - 3.9.2.4. Ensuring full participation of vulnerable groups including women, elderly, and disabled in decision making at all stages of DRM.
  - 3.9.2.5. In time of emergencies targeting of relief supplies shall be gender sensitive and give due attention and priority to other socially vulnerable groups.
  - 3.9.2.6. Providing counseling support to vulnerable groups to enhance their capacity to manage disaster risks such as reducing the workload of women and or expanding their income generating opportunities or protecting enrollment of children in schools.
- 3.9.3. Disasters may increase gender and age inequalities while exposing women, men, girls, and boys to unique risks as a result of their age and sex, such as changing labor roles and increased risk taking in economic and social coping strategies.
- 3.9.4. DRMUs are responsible for ensuring that a primary aim of DRM is to reduce risks faced by socially vulnerable groups.
- 3.9.5. There shall be equal pay for equal work in all DRM related institutions. Discrimination in hiring or other benefits based on gender, disability or age is to be expressly prohibited.
- 3.9.6. Natural resource degradation and population pressure are major sources of disaster risks. Therefore, DRM programs shall attach special importance to environment and population issues. More specifically, comprehensive DRM plan shall:
  - 3.9.6.1. Address the consequences of rapid population growth and the nation's large population base.

3.9.6.2. Give due emphasis to the improvement and protection of the natural resource base.

3.9.6.3. Have in-built environmental risk reduction and protection components.

3.9.7. Ensure that all DRM activities are environmentally friendly.

### **3.10. Regional Administration and International Cooperation**

3.10.1. Regional DRMCOs shall develop procedures for mutual disaster risk management and mutual cooperation with neighboring regions. This will be facilitated by FDRMCO

3.10.2. DRM is a shared responsibility that shall be fostered through partnership with neighboring countries. The FDRMCO (in collaboration with the Ministry of Foreign Affairs) will:

3.10.2.1. Establish and maintain links with IGAD, IGAD member countries, AU and AU member countries and other international bodies for DRM activities.

3.10.2.2. Share early warning information on all cross-border hazards.

3.10.2.3. Encourage simulations of mutual cooperation exercises with neighboring countries for key disaster hazards.

3.10.2.4. Strengthen cooperation and collaboration with other international DRM institutions with similar aims and purposes.

3.10.2.5. Develop and establish partnerships with international institutions for DRM functions, including active participation in international protocols, treaties, and agreements for global DRM activities.

### **3.11. Monitoring and Evaluation**

3.11.1. DRMCOs and DRMUs shall review and evaluate their progress in the implementation of DRM plans and incorporate lessons learned.

3.11.2. DRMCOs and DRMUs shall regularly monitor the implementation of this Policy.

3.11.3. Federal and Regional DRMCOs will initiate and lead reviews and evaluations of the performance of DRM policy implementation and provide feedback to the respective DRMCs.

3.11.4. DRMCOs shall organize an annual DRM summit to review the status of DRM implementation at federal and regional levels, respectively.

**3.11.5.** Monitoring and evaluation activities shall ensure that DRM system at all levels address gender and other crosscutting issues adequately and timely.

### **3.11.6. Policy Enforcement and Implementation Guidelines**

- 3.11.6.1. Legislation shall be issued and enacted for enforcing the implementation of the policy in support of the provisions detailed in this Policy.
- 3.11.6.2. DRM legislation shall ensure that the rights of citizens as enshrined in the Ethiopian Constitution be protected in times of disaster.
- 3.11.6.3. The legislation shall specify the duty and responsibilities of all DRM actors. Relevant institutions and individuals will be accountable for the failure of discharging their duties and responsibilities indicated in this Policy. The legislation shall specify the implications, including penal measures.
- 3.11.6.4. Federal and regional DRMUs shall incorporate DRM duties and responsibilities in their formal mandates and proclamations.
- 3.11.6.5. The DRMUs at federal and regional levels will develop sector specific rules and regulations, detailed standards, implementation procedures and technical guidelines/directives for effective implementation of this Policy.
- 3.11.6.6. The DRMUs at federal and regional levels will define duties and responsibilities of all actors and ensure the availability of adequate resources for sectoral DRM.
- 3.11.6.7. The DRMCOs and DRMUs at federal and regional levels will take corrective measures in case of failures of DRM actors to fulfill their responsibilities.
- 3.11.6.8. Federal and Regional DRMCOs shall oversee the implementation of DRM policies and legislation.

## Annexes

### Annex 1:- Definitions of Key Terminologies as Applied in this Policy

1. **At risk:** the condition of being more likely to be exposed to conditions or circumstances which would reasonably result in disaster.
2. **Basic needs:** relief items and other essential assistances to be supplied to disaster victims to sustain lives and livelihoods.
3. **Capacity:** a combination of all the strengths and resources (human, material, and financial) available within a community, society, or organization for effective disaster risk management.
4. **Civil society:** encompasses both the wide range of organizations outside of the government and the family. These include social, cultural, and religious bodies, voluntary organizations and others such as professional associations, think tanks or foundations, etc.
5. **Community:** a group of people with a commonality of association, having common interest, shared experience, or function and living in the same locality and under the same public administration.
6. **Contingency planning:** a process in which scenarios and objectives are agreed, managerial and technical actions are defined, and potential response systems are put in place in anticipation of potential crises to mitigate or better respond to a likely emergency situation.
7. **A disaster:** the occurrence of an abnormal event triggered by a hazard(s) that impacts a given entity (including a vulnerable community, geographical area, infrastructure or a group of people in significant numbers gathered in one place) causing substantial damage and/or casualties, leaving the affected entity unable to function normally and forcing it to seek outside assistance for survival.
8. **Disaster declaration:** the official announcement of the occurrence of a disaster by the responsible authority if the concerned body in the affected area determines that scale/impact of the disaster is beyond its capacity to cope with effectively, thereby requiring the support of others.
9. **Disaster phase:** is time when an emergency event strikes. DRM activities implemented during this period include warning/evacuation, saving of people, provision of immediate assistance and assess sing damages.
10. **Disaster risk reduction (DRR):** the broad development and application of policies, strategies, and practices to minimize vulnerabilities throughout communities via prevention, mitigation, and preparedness. DRR action may include the construction of physical structures (such as flood protection dykes, retaining walls for landslides), environmental protection and rehabilitation, rainwater harvesting, relocation of vulnerable households, provision of safer means of livelihoods, and other proactive social protection measures.



11. ***Disaster Risk Management (DRM)***: collective actions and efforts of concerned institutions, policies, programs, and other measures designed to prevent, mitigate, prepare for, and respond to a disaster and to provide recovery and rehabilitation support.
12. ***Disaster Risk Management System***: a system of organizational structures, mechanisms and process, strategies, policies, procedures, programs, and other measures designed to prevent, mitigate, prepare for, and respond to a disaster and to provide recovery and rehabilitation support.
13. ***Displacement***: the process of people being forced to move from their homes to other places because of a natural hazard, war/conflict, or other human-made action.
14. ***Emergency response***: the provision of essential goods and services to a disaster affected population to save lives and protect livelihoods in times of disaster.
15. ***Entity***: something that exists as a particular and discrete unit and is affected by a disaster event.
16. ***Federal***: the first and highest tier of Government in the administrative structure of the Federal Democratic Republic of Ethiopia.
17. ***Gender***: is part of the broad socio-cultural context that is socially constructed roles of and relations between men and women that are learned through socialization process. It refers to historically, socially, and culturally constructed differences between the sexes.
18. ***Hazard***: a potentially damaging physical event, phenomenon, and/or human activity that may cause the loss of life or injury, property damage, social and economic disruption, or environmental degradation.
19. ***Kebele/Farmer's Kebele Association***: the lowest administrative unit with its own jurisdiction in urban and settled rural areas, respectively. It is an organized body of the inhabitants of a given urban or rural locality.
20. ***Lead agency***: the organization that has the responsibility, accountability, and specialist expertise to lead DRM activities for specific hazards or emergency situations.
21. ***Local disaster***: a disaster that affects a single woreda or community within a woreda and the administration of the woreda concerned, either alone or with the assistance of others in the area is able to deal with it effectively.
22. ***Line department***: a relevant government institution that has full responsibility in a specific sector at all levels.
23. ***Mainstreaming***: integrating and institutionalizing disaster risk management in the process of the development of policies and strategies, and in the planning and implementation stages of regular programs across all sectors and at all levels.
24. ***Mass casualty incident (MCI)***: a major incident such as an earthquake, terrorist attack, a severe flood, or any other incident which because of its physical size, the

number and criticality of victims, its complexity or its intensity is likely to suddenly overwhelm existing capacities.

25. **Mitigation:** actions or processes designed to reduce the severity of potential consequences or level of likely harm of a hazard. Mitigation measures can be both physical/structural and nonstructural and can take place before, during, or after a disaster. It can be achieved through proper planning and implementation of programs before the disaster event, during or after a disaster.
26. **Mutual cooperation:** cooperation and voluntary provision of resources, services, and facilities, particularly among neighboring countries, federal, regional, zonal and woreda administrations, etc., to assist each other when existing resources prove to be inadequate and there is a need for additional support.
27. **National level disaster:** a disaster is a national level disaster if it affects more than one region or if a single region is unable to manage using regional resources and capacities effectively at all levels, thereby requiring federal intervention.
28. **Post disaster phase:** is an event after the occurrence of disaster. DRM activities during this period includes coordinated measures of support to affected communities/areas to recover and rehabilitate from the effects of crisis and construction/reconstruction to reduce vulnerability to hazards, to mitigate against the risk of future hazards, and to restore social, economic and physical well-being to proper levels of functioning.
29. **Pre-disaster phase:** is an event before the occurrence of disaster. DRM activities implemented during this period include prevention, mitigation, and preparedness activities in order to eliminate or reduce the root causes of disaster.
30. **Preparedness:** specific measures taken before disasters strike, usually to forecast or warn against them, to take precautionary measure when they threaten, and to be ready for the appropriate response. Preparedness includes actions and measures being undertaken before the occurrence of a disaster to avert or minimize the suffering of the affected entity. Preparedness entails the building of capabilities before a hazard threatens to overwhelm coping capacities in order to reduce the impacts of future disasters through maintaining contingency reserves and strengthening early warning system.
31. **Prevention:** measures taken to reduce the risk of disasters posed by hazards, primarily through eliminating the root causes that render individuals, households, communities, and nations vulnerable to disasters. Taken before a disaster occurs, prevention measures can better prevent disasters and ensure a hazard has no disastrous impact
32. **Protection:** measures that address threats to or the vulnerabilities of someone or something and preclude damage or injury that would cause disruption or interference with normal practices.
33. **Reconstruction:** longer-term activities required to restore physical infrastructure and services damaged by a disaster.

34. **Recovery:** actions taken after a disaster to restore the living conditions of disaster-stricken people or communities while encouraging and facilitating necessary adjustments to build resilience to prevent similar crises in future.
35. **Region:** the second tier of Government in the administrative structure of the Federal Democratic Republic of Ethiopia.
36. **Regional level disaster:** a disaster is designated as regional if it affects more than one zone in the same region and if the region concerned is able to deal with it effectively, or if a single zone in the region is unable to deal with it effectively using local resources and capacity within its reach, thereby requiring regional intervention.
37. **Rehabilitation:** the measures applied after a disaster which are necessary to restore normal activities and build resilience to future shocks in affected areas, communities, and economic sectors.
38. **Relief:** activity undertaken in the immediate aftermath of a disaster to save lives, protect livelihoods, and address immediate humanitarian needs, including the provisional restoration of essential services.
39. **Resiliency:** the capacity to withstand an extreme natural event with a tolerable level of losses, including mitigation actions consistent with achieving that level of protection.
40. **Risk:** the probability of a specific hazard occurring in a given location and its likely consequences for people and property.
41. **Social vulnerability:** those determinants of vulnerability that arise from non-physical factors (e.g., identity, economic, political, cultural, etc.) and are related to gender, age, occupation, location, etc.
42. **Sustainable development:** development that meets the needs of the present without compromising the ability of future generations to meet their own needs. It contains two key concepts: the concept of "needs", in particular the essential needs of the world's poor, to which overriding priority should be given; and the idea of limitations imposed by the state of technology and social organization on the environment's ability to meet present and future needs.
43. **Volunteer:** individuals or a broad array of organizations, institutions, agencies, collectives (including charities), cooperatives, religious groups, professional and economic associations, social service providers, etc. who freely enlist or are involved in services in disaster management without expectation of return or profit.
44. **Vulnerability:** the potential to suffer harm or loss. Determinants of vulnerability include physical, social, economic, political, cultural, and institutional factors.
45. **Woreda:** the fourth tier of Government in the administrative structure of the Federal Democratic Republic of Ethiopia.
46. **Zone:** the third tier of Government in the administrative structure of the Federal Democratic Republic of Ethiopia.

47. ***Zonal level disaster:*** a disaster is defined as a zonal level disaster if it affects more than one woreda in the same zone and the zone concerned is able to deal with it effectively, or if a single woreda in the zone is unable to deal with it effectively using local resources within its reach, thereby requiring zonal intervention.